



A review of

Sacramento County's

Two Planning Commission Process

JUNE 1977

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June 30, 1977

Honorable Fred G. Wade
Chairman
Sacramento County Board of Supervisors
827 7th Street, Room 424
Sacramento, CA 95814

Dear Chairman Wade:

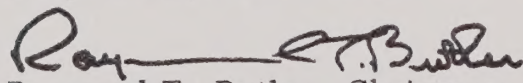
Enclosed for consideration by the Board of Supervisors is the report of the Environmental Protection and Planning Review Committee on Sacramento County's two planning commission process and related matters.

This report addresses the operations of the Policy and Project Planning Commissions, the Subdivision Review Committee, the Planning Commission Secretariat and the community planning advisory councils. It identifies procedural and policy problems and, in the opinion of the Committee, offers the best possible compromise solutions to ensure an efficient and effective County planning process.

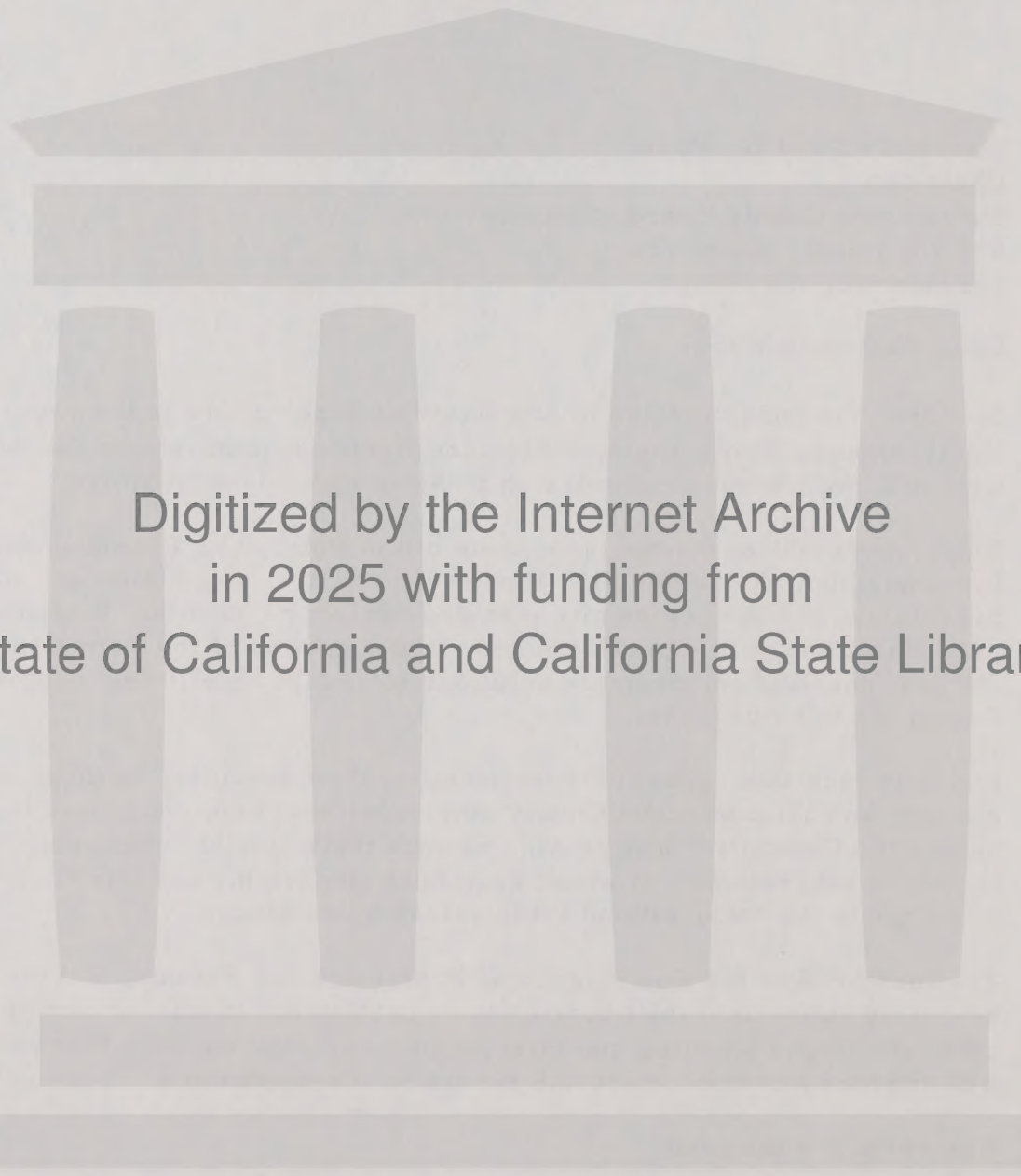
I wish to take this opportunity on behalf of the Committee to thank all those citizens and the numerous County employees that took their time to come before the Committee and provide us with their candid comments, observations and suggestions. It would have been impossible for this Committee to complete its study without their valuable assistance.

The members of the Environmental Protection and Planning Review Committee sincerely appreciate the opportunity to participate in this review of Sacramento County's unique planning commission process, and we hope that your Board will approve and implement our report recommendations.

Respectfully submitted,



Raymond T. Butler, Chairman
Environmental Protection & Planning Review Committee



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Acknowledgements

The Environmental Protection and Planning Review Committee deeply appreciates the time and effort put forth by individual members of the Board of Supervisors, Policy Planning Commission, Project Planning Commission, the County Executive, the many citizens and the staff of the County Department of Airports, Administration and Finance Agency, Clerk to the Board of Supervisors, Community Development and Environmental Protection Agency, County Counsel, Environmental Health, Planning and Community Development, Planning Commission Secretariat and Public Works that appeared before it and provided their opinions and advice relative to operation of the County's planning process and for their assistance in the completion of this report.

The Committee is especially indebted to the following citizens for their contribution to this study:

Emil Berger, Subdivision Review Committee
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Judith Scott, American Association of University Women
Glen Underwood, Underwood-Wiese Company
James Weeks, Sacramento Board of Realtors
Ed Willey, Agri-businessman

INTRODUCTION

Effective January, 1977 the Sacramento County Board of Supervisors reconstituted the Environmental Protection and Planning Review Committee and charged it with the responsibility of: (a) evaluating the operation of the dual versus the single commission process; (b) recommending necessary modifications to the planning commission process in view of study findings; (c) drafting legislation for continuation of the dual planning commission process, if appropriate; and (d) reporting back to the Board with its recommendations by July, 1977.

In developing its work program the Committee unanimously agreed that it could not adequately respond to the Board's charge without considering the performance of the two commissions with respect to other components of the County's planning process. Therefore, the Committee decided to also assess the operations of the Subdivision Review Committee, the Planning Commission Secretariat and the community planning advisory councils.

As a basis for evaluating the overall desirability of maintaining the two commissions as compared to returning to the single commission, the Committee agreed that the two commissions should equal or exceed the single commission in each of the criteria listed below:

1. The ability of each process to bring planning decisions into conformance with the General Plan.
2. The comparative timeliness and cost of each process.
3. Understanding of and access to each process by the public.
4. The degree to which each process brings new planning problems/potentials to the attention of the Board of Supervisors.

The Committee consisted of eight voting members and seven technical advisors. The voting members represented a wide variety of interests in the community and consisted of a representative of the League of Women Voters, an architect, a builder-developer, a representative of the real estate industry, a labor union representative, a representative of environmental interests, an insurance executive and a representative of the County Community Development and Environmental Protection Agency. The technical advisors were representatives of the Project Planning Commission, the Policy Planning Commission, the Environmental Impact Section, Health Agency, Planning and Community Development Department, Clerk of the Board of Supervisors, Parks and Recreation Department, Public Works Department and County Counsel.

The Committee held a total of twelve meetings during which it received numerous hours of testimony from both observers of and participants in the County's planning process. This input provided the Committee with sufficient material by which to judge the desirability of retaining the two commissions and also to make suggestions for improvements to the planning process.

This report presents a brief historical overview of Sacramento County's two planning commission process, discusses the Committee's findings regarding performance of various components of the planning process, and makes recommendations for resolving program and policy issues which surfaced as a result of the study.

BACKGROUND OF TWO PLANNING COMMISSION PROCESS

On October 11, 1972, in response to concerns about the ability of Sacramento County's planning process to adequately comply with recently enacted federal and state legislation, including the National Environmental Policy Act and the California Environmental Quality Act, the Board of Supervisors created the Environmental Protection and Planning Review Committee and directed it to study the planning processes in the County.

In December, 1973 the Committee completed an intensive one-year study of mandatory and permissive planning law and the County planning structure. The Committee's report to the Board of Supervisors indicated that: (1) the existing planning commission was being overworked with the processing of current planning items--often meeting for a second four- to six-hour evening meeting each week; (2) very little long-range planning was occurring; (3) there was a definite need for more community input in the planning process; and (4) a greater level of communication was needed between the Board of Supervisors and the County's various planning advisory bodies.

In light of the study findings, the Committee recommended various reorganizations and policy determinations including, among others:

1. Creation of two planning commissions--a Policy Planning Commission to aid the Board of Supervisors in formulation of advanced planning policies and a Project Planning Commission to process current planning items.

2. Creation of community planning advisory councils for the purpose of facilitating and encouraging local "grass roots" citizen participation in the planning of their own community.
3. Appointment of a lay person to the Zoning Board of Adjustments to replace the planning commissioner serving on the Board.
4. Appointment of a lay person to the Subdivision Review Committee to serve as its chairman and to replace the planning commissioner serving on a rotational basis on the Committee.
5. Development of a formalized capital improvements program for the County and review of that program by the Policy Planning Commission.
6. Establishment of an educational program to train and inform future members of planning commissions, boards and councils about planning laws, organizations and processes.
7. Holding of joint meetings between the Board of Supervisors and various planning bodies to identify and discuss established County planning policies.
8. Evaluation of the Committee's recommendations two years after implementation.

The Board of Supervisors endorsed the Committee's report and its recommendations; however, it was determined through an Attorney General's opinion that special enabling legislation would be required before the second commission could be formed. Sacramento County sought and obtained under the authorship of Assemblyman Ed Z'berg the enactment of Chapter 975, Statutes of 1974,

which permitted the County to test the unique two planning commission concept for the period of January 1, 1975 through December 31, 1978. (See Attachment I and II for enabling legislation, ordinance establishing two commissions, respectively.)

SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. Overall Evaluation

Finding: The overwhelming consensus of those testifying before this committee is that: (a) the two planning commissions perform equally well with the single planning commission as regards bringing planning decisions into conformance with the County's general plan ; (b) the two planning commissions equal the single planning commission in timeliness of plan review, and are comparable in cost of operation; (c) there is no more nor less understanding by the public of the total planning process under under the two commissions as compared to the single commission; however, with the implementation of the community planning advisory councils there is greater opportunity for public input and participation; and (d) the two planning commission process is better able to bring new planning problems/potentials to the attention of the Board of Supervisors than was the single commission.

Recommendation: This committee unanimously recommends that Sacramento County continue the two planning commission system. Further, we propose that the enabling legislation authorizing the two planning commissions be amended to read as follows:

In order to improve its capability to effectively carry out the functions specified in Section 65101 of the Government Code, the legislative body of the County of Sacramento may, by ordinance, establish two planning commissions. One commission shall concern itself with long-range planning and development which may include, but not be limited to, preparation and maintenance of the general, specific and area plans, review of environmental impact reports, and capital improvements. The second commission shall concern itself with short-range planning and programming which may include, but not be limited

to, the administration of zoning. In the event a particular project includes both long-range and short-range planning, the legislative body may specify which commission shall hear the entire matter.

In establishing two planning commissions as specified herein, the legislative body of the County shall adopt procedures to ensure effective coordination between the two commissions and any community planning advisory councils established within its jurisdiction.

2. Establishing Planning Priorities

Findings: There is currently no formalized systematic method for determining priorities for long-range planning activities which ought to be undertaken by the Policy Planning Commission and staff of the Planning Department. There is need for a better dialogue between the Board of Supervisors and the Policy Planning Commission relative to anticipated problems or concerns so that advance planning activities do not continue to be just responses to crisis situations. The Project Planning Commission also needs to be privy to such priority setting so that it may operate in a manner supportive of Board of Supervisors planning concerns.

Recommendation: We recommend that the Policy Planning Commission develop an annual work program to be submitted as part of the budget process to the Board of Supervisors for consideration. The work program should spell out the long - range planning activities proposed to be undertaken in the budget year. The Board of Supervisors should meet at least twice annually--once to jointly agree upon planning priorities and a second time to jointly assess progress and adjust priorities where necessary--with the two planning commissions. The Clerk of the Board of Supervisors and the Director of

Planning and Community Development should develop a concise agenda for each joint policy session in order to minimize the time the Board must take out of its busy schedule.

3. Monitoring Progress

Findings: One of the primary duties of the Policy Planning Commission (see Attachment II) is to prepare an annual report to the Board of Supervisors on the status of the general plan and progress in its application. It is not currently possible, however, to monitor progress towards achieving the goals and objectives of the general plan because there is no implementation/action program against which to measure results.

The County's current annual planning activity report is prepared by the Planning and Community Development Department--in compliance with state code requirements--and consists of no more than a compilation of statistics on total number of applications filed, subdivision maps processed, etc. The Board of Supervisors and the citizens of the County are in need of a much more meaningful document.

Recommendation: This committee recommends that as each element of the general plan is updated, a short-range action program (perhaps three years) should be developed against which progress could be measured. Further, the annual report currently prepared by the Planning Department and that report required of the Policy Planning Commission should be combined into one document which provides a qualitative assessment of activity, i. e., describes accomplishments relating to the goals and policies set forth in the general plan. For the information of the public, the annual report should also provide a summary of

primary planning issues/problems and propose accomplishments for the next year (as set forth in the annual work program).

As an additional method of monitoring progress on implementation of the general plan, the Policy Planning Commission should hold one or two joint meetings annually with the Project Planning Commission.

4. Capital Improvement Program Consistency

Findings: The previous Environmental Protection and Planning Review Committee's report stressed the importance of the County's capital improvement program as a tool for implementing the general plan. As a result, one of the Policy Planning Commission's assigned duties (see Attachment II) is to periodically review the capital improvement program and report thereon to the Board of Supervisors.

This process has never been formally instituted because: (a) the County's capital improvements are incorporated into the annual budget document and are not easily identifiable as a cohesive program for the purpose of review; (b) the scope of the review by the Policy Planning Commission has never been clearly defined; and (c) the County Executive saw a potential for conflict between the responsibilities the County Charter assigns his office (see Attachment III) and the function to be performed by the Commission.

This committee would reiterate the original committee's concern about the County's capital improvement program and stresses the importance of overcoming the problems described above.

Recommendation: We recommend that the County's long-range capital

improvement program be contained in a separate [REDACTED] document, the format of which should be developed at the discretion of the County Executive.

Further, we recommend that an ordinance amendment be drafted providing for the submission of the County Executive's proposed capital improvements program through the Board of Supervisors to the Policy Planning Commission for its review and recommendations to the Board as to the program's consistency with the general plan. The ordinance should provide for exempting appropriate (minor or environmentally exempt) capital improvement items. The ordinance should also reserve to the Board of Supervisors the final determination as to consistency and funding of the capital improvements program. The draft of the proposed ordinance should be reviewed by the Policy Planning Commission before being submitted to the Board for adoption.

As a note, this committee feels strongly that the Policy Planning Commission should also review for consistency the capital improvement programs of all special districts since their physical improvements can have a major impact on the implementation of the general plan.

5. Rotation of Commissioners

Findings: Several planning commissioners expressed concern about not having as good a grasp on the total County planning picture as they would prefer. There was general agreement that participation in both commissions is desirable not only from the perspective of "rounding out" the background of individual commissioners, but also of guaranteeing continuity between the development of the general and community plans and their implementation.

Recommendation: It is this committee's recommendation that a formalized rotation policy be established for the two commissions. The following procedure is suggested:

The Policy and Project Planning Commissions would continue to consist of five offices each. Commencing January 1, 1979, appointments to the planning commissions would be made by the Board with candidates selected as follows:

- District 1 Supervisor recommends candidates for office 1 of each commission.
- District 2 Supervisor recommends candidates for office 2 of each commission.
- District 3 Supervisor recommends candidates for office 3 of each commission.
- District 4 Supervisor recommends candidates for office 4 of each commission.
- District 5 Supervisor recommends candidates for office 5 of each commission.

No planning commissioner would serve more than six consecutive years. Initial terms of office for appointees of three Supervisors would be for two years, while appointees for the remaining two Supervisors would be for one year. Supervisors would draw lots to determine which make one-year initial appointments. All subsequent appointments would be for two-year terms. Those Supervisors making two-year initial appointments would again draw lots to determine which set of offices would initially rotate. The appointees of the Supervisor drawing the lot would interchange offices on January 1, 1980. Rotation of offices would occur annually thereafter sequentially by supervisorial district number. There would be a total rotation of commissioners every five years.

6. Advice to Commission Applicants

Findings: Several planning commissioners appearing before this committee iterated that the demand the commission placed on their time and energy was causing their personal lives and/or businesses to suffer. Such individuals may or may not have chosen to serve the County had they had foreknowledge of the minimal commitment required both in preparation and hearing time. It seems to this committee that continuation of the current process can be deleterious both to the morale of the individual commissioner and to the

quality of the decisions rendered by a person under such pressure.

Recommendation: It is this committee's recommendation that prior to appointment to either of the planning commissions, potential candidates should be informed of the time demand the office will likely place on him or her for meeting attendance and preparation. (Estimated at 8 to 12 hours per week plus site visits and committee assignments, if any.) Such information should be included on the application form.

7. Abandonment Hearings

Findings: Abandonment applications are currently processed in a rather circuitous manner, i. e., they are initially heard by the Subdivision Review Committee as to technical aspects, subsequently referred to the Project Planning Commission as the advisory body to the Board, and finally decided by the Board. Due to the heavy workload of the Project Planning Commission, it is this committee's opinion that the commission should be relieved of hearing any items not absolutely necessary.

Recommendation: It is this committee's recommendation that abandonments be heard by the Subdivision Review Committee as advisory body to the Board of Supervisors and then forwarded directly to the Board for final decision.

8. Use Permit Hearings

Findings: The Project Planning Commission currently hears a number of use permits which are of "neighborhood significance" and could be delegated to the Zoning Administrator. Examples include on-site identification signs, home occupation permits, etc. Use permits involving major construction,

churches, outdoor recreation areas and dog kennels are of greater than neighborhood significance and should be retained by the Project Planning Commission.

Recommendation: We recommend that the Board of Supervisors direct the Zoning Code Amendment Committee to draft amendments to the appropriate County ordinances to transfer hearing of all use permits, except major construction projects, churches, outdoor recreation areas and dog kennels, to the Zoning Administrator.

9. Subdivision Review Committee

Findings: The Subdivision Review Committee (SRC) is functioning well with a permanent citizen chairman. There is greater continuity now that the chairmanship is not being constantly rotated between planning commissioners as before implementation of 1973 report recommendations. Project applicants seem very much satisfied with the operation and predictability of the current SRC process.

Appointment of a representative from the County Office of Education to sit as a member of SRC and advise on school problems is not working out--no one has yet attended or shown interest from the Superintendent's Office.

Recommendation: It is this committee's recommendation that the County maintain the Subdivision Review Committee in its current form and function, but its membership should be amended to eliminate the representative from the County Office of Education.

10. Organizational Location of Secretariat

Findings: The reorganization of the Planning Commission Secretariat from the Planning Department into the Clerk of the Board of Supervisors office has worked well. Minutes and files are now being kept up-to-date. Communications between the Planning Department, planning commissions and the Board of Supervisors have improved significantly. The organizational location provides an advantage over being located in the Planning Department in that the Secretariat is now better able to coordinate and maintain liaison to ensure the timely processing of planning items.

Recommendation: We recommend that the Planning Commission Secretariat remain under the Clerk of the Board of Supervisors and move to the new building when the Clerk's office relocates.

11. Filing of Planning Matters

Findings: A number of planning items are currently being directly filed with the Planning Commission Secretariat--rather than with the Planning Department--for hearings before the planning commissions. Once the Secretariat moves to the new building all planning matters should be submitted to the Planning Department in order not to inconvenience the public by requiring that they travel back and forth between buildings.

Recommendation: It is this committee's recommendation that appeals and other planning matters currently filed with the Planning Commission Secretariat for hearings before the planning commissions be filed with the Planning Department after the Secretariat has relocated with the Clerk of the Board of Supervisors to the new building.

12. Community Plan Development

Findings: A number of individuals testifying before this committee expressed concern that community planning advisory committees (as distinct from community planning advisory councils) are parochial in nature when either developing or updating their community plans. Specifically mentioned was the inclination to ignore overall County policies such as the diffusion of low income housing throughout the unincorporated area rather than concentrating it in one community. It was the general consensus that a policy dialogue (guidance) needed to be developed early-on between the Policy Planning Commission and the community planning advisory committee in order for the committee to clearly understand the parameters on its activities.

Recommendation: It is our recommendation that the Policy Planning Commission hold a joint workshop meeting with each community planning advisory committee after said committee has completed its preliminary draft of goals and objectives in the development or update of its community plan. The purpose of the meeting would be to review those goals and objectives in light of the general plan and its overriding county-wide policies.

13. Converting to Advisory Councils

Findings: It has been the practice of the Board of Supervisors to convert community planning advisory committees to community planning advisory councils once a new community plan has completed its series of public hearings and been adopted. The function of the community planning advisory council is then generally understood to be one of a monitoring body to oversee implementation of its community plan. However, the Board of Supervisors has adopted no formal policy relative

to appointment of advisory committee members to the community planning advisory councils.

Recommendation: We recommend that the Board of Supervisors adopt a policy statement specifying that no less than one-third of the members of a community planning advisory committee should be appointed to a community planning advisory council after the development or update of a community plan. Any less number of individuals continuing on would tend to jeopardize continuity in implementation of the community plan.

14. Evaluation of Advisory Councils

Findings: The community planning advisory councils appear to be functioning fairly well. They provide valuable community level input into the planning process and are relied on heavily by the planning commissions for making decisions on projects of a "community-wide" nature.

Recommendation: It is this committee's recommendation that the County of Sacramento should retain the community planning advisory councils.

15. Advisory Council Memberships

Findings: There is great variety among the community planning advisory councils as to the criteria for selection of members, number of members on each advisory council, and number of members required to be present to conduct business.

This committee feels that a common membership policy should be established; however, we are concerned that in doing so everything possible should be done to keep the community planning advisory councils from taking on the character

of "mini-planning commissions." The advisory councils should, therefore, be steered away from the concept of being small elite groups--especially the same size as the planning commissions--which make quasi-judicial decisions. The larger the group, in the opinion of this committee, the more the air of a citizens' group which provides grass roots, non-technical advice exists.

Recommendation: It is our recommendation that the community planning advisory councils consist of a minimum of seven and a maximum of fifteen members. To be effective, membership should be representative of a cross-section of the community. Quorums should consist of a simple majority of the membership.

16. Standardized Operating Charter

Findings: Eventhough each community planning advisory council is currently formed by Board of Supervisors resolution and has a general framework under which it operates, there is no common criteria established by which advisory councils are to conduct business. This situation causes undue confusion and frustration to the general public and the development industry.

Recommendation: We recommend that the County of Sacramento adopt by ordinance a standardized "charter" for all community planning advisory councils. Such a charter should contain a preamble which clearly defines the purpose of the advisory councils, including:

- * Advise the planning commissions and the Board of Supervisors on all matters of community-wide significance as detailed in Item 18 hereafter;
- * Monitor its adopted community plan and provide advice to the planning

commissions and Board of Supervisors relative to potential problems, changing needs which might require amendment of adopted goals, etc. ;

- * Provide a forum for citizen input, but not function as a "hearing body"; and
- * Educate the public relative to the community plan and the advisory council's role in its implementation.

The charter should also contain a standardized set of rules and procedures which are to be followed by the advisory councils in conducting their business. Addressed in this section should be, among others: meeting times, election of officers, rotation of chairman, attendance, and selection of meeting places.

The Clerk of the Board of Supervisors, the Community Development and Environmental Protection Agency and County Counsel should jointly draft the charter for consideration by the Board of Supervisors. Once the charter is adopted it should be printed in the form of a handbook and distributed to all advisory council members for easy reference.

17. Advice to Advisory Council Applicants

Findings: Community planning advisory council members have experienced the same problem as planning commissioners, i. e., they are often unaware at the time of appointment of the demand on their time and energy advisory council membership will make.

Recommendation: This committee recommends that the application form for appointment to a community planning advisory council advise applicants of the

potential time commitment for meeting preparation and attendance (estimated at ten hours per month).

18. Referrals to Advisory Councils

Findings: There is currently no established County policy as to the specific types of planning matters which should be referred to the community planning advisory councils for comment. Some advisory councils have indicated they would like to see only non-consistent items and major development proposals, while other advisory councils have stressed that they felt it important to see any and all planning applications submitted to the County affecting their community. The current procedure creates an administrative nightmare for Planning Department staff.

This committee believes it exceedingly important that the Board of Supervisors clearly specify by ordinance the types of planning matters it wishes to receive input on from the advisory councils before making a decision. We would suggest that since the primary responsibility of the advisory councils is to monitor and advise relative to implementation of their adopted community plans, a criteria of "community-wide" significance should be utilized in developing such a list.

Recommendation: It is this committee's recommendation that community planning advisory councils should only be referred community plan amendments, rezones, subdivision maps, parcel maps, use permits and environmental impact reports for comment. ⁽¹⁾ ⁽²⁾

⁽¹⁾ This committee wishes to note its concern that the Board of Supervisors consider the comments of the advisory councils as only one of many equally important inputs on which it makes its decisions.

⁽²⁾ A minority of the Committee felt strongly that only non-consistent items should be referred to the advisory councils for comment.

We further recommend that community planning advisory councils should not be officially referred nor should comments be accepted on street dedications, abandonments, variances, Williamson Act applications, lot reduction permits, reversions to acreage, approval of street patterns, certificates of compliance, appeals or development plan reviews. (The latter two are included since the advisory council will in most cases have had the opportunity to comment earlier in the process.)

19. Communicating with Advisory Councils

Findings: One of the most common complaints voiced by community planning advisory council members appearing before this committee was that a better communication system is needed between County staff and the advisory councils. The advisory councils feel like they are being asked to provide recommendations to the planning commissions and Board of Supervisors without sufficient information to make reasonable and knowledgeable responses.

On the other hand, planning commissioners and Board members iterated the need for some kind of a standardized report from the advisory councils which would include a "common sense" explanation for their recommendations.

Recommendation: It is our recommendation that the Planning Department develop a standardized referral form for transmitting applications to community planning advisory councils. The form should indicate if the application is consistent with the adopted community plan and zoning. The referral form and application should be transmitted to the advisory council as soon as a completed environmental initial study is also available for transmittal. The form should contain a space for the advisory council to indicate if the applicant was at the meeting, whether the advisory council recommends support or opposition, and to explain why. The advisory council should also indicate the number of members present and the vote. After the advisory council meeting the form would be completed and returned to the County.

20. Staffing the Advisory Councils

Findings: There is a great variety of sentiment as to the desirability and/or

need to provide an increased level of staff support to the community planning advisory councils. The Committee found that the current level of service provided by the County to the advisory councils is as follows:

1. Clerical function - one federally funded CETA position has been assigned to the Planning Department to provide typing, preparation, duplication and mailing of agendas and minutes, as well as other clerical functions and notifications.
2. Contact staff - each advisory council has been assigned a contact person in the Current or Advance Planning Sections to handle inquiries on specific problem areas.
3. Staff for advisory council meetings - upon request and within existing priorities of time, staff is made available for complex and/or controversial issues.

Several of the advisory councils were adamant that current staff support is inadequate. They felt Planning staff needed to regularly attend their meetings to present and explain matters referred to them so that they might make more informed recommendations. Other advisory councils felt staff support was adequate, but wanted \$25 to \$50 per month in cash for xeroxing, purchase of stamps, envelopes, etc.

This committee is extremely concerned about the potential increased permanent, County funded staffing might have in causing certain advisory councils to start thinking of themselves as "mini-planning commissions". A situation we suggest avoiding with great vigor!!! Further, we believe that current staffing along with implementation of the standardized referral process proposed above will

adequately address the legitimate concerns of the various advisory councils about their ability to make informed comments on planning proposals referred to them.

Recommendation: We recommend that the current level of County staff support to the community planning advisory councils be maintained.⁽³⁾

However, as an alternative that would provide some non-technical assistance, we would suggest that the Planning Department work with local colleges and universities to establish college credit internships with the advisory councils. Such interns could be recruited from planning, political science, public administration and environmental science programs to assist the advisory councils in the area of agenda and minute preparation, meeting coordination, etc. The student would benefit by gaining experience in the planning field and the advisory councils and County would benefit by having a more efficient meeting process.

21. Advisory Council Feedback

Findings: Numerous community planning advisory council members indicated that they did not know for sure if they were doing an adequate job or addressing the concerns of their area's Supervisor(s). They expressed some disappointment at not seeing more of the Supervisor(s) that appointed them.

Recommendation: It is our recommendation that Board member(s) meet once or twice yearly with each of their community planning advisory councils for mutual feedback.

⁽³⁾ This Committee does not feel it can make a recommendation relative to the monthly allocation for stamps, etc., since this is purely a fiscal matter and must be considered in light of other County funding priorities.

22. Advisory Council Training

Findings: Various community planning advisory council members expressed a feeling that they are not really a part of the County family because they are seldom informed of current problems, planning priorities, changes in the planning process, etc.

Recommendation: It is this committee's recommendation that the Planning Department conduct an annual on-site training and orientation session with each community planning advisory council. Also, on an as required basis, the Planning Department should copy the advisory councils on its major communications to the planning commissions and Board of Supervisors.

DISCUSSION OF FINDINGS AND RECOMMENDATIONS

1. Overall Evaluation

None of the more than forty individuals appearing before the Committee considered returning to the single planning commission as a viable alternative. There was general agreement that: (a) the sheer volume of workload prohibited seriously considering such an option; (b) no long-range planning would occur if the County were to return to the single commission system; and (c) the two-commission process is workable and manageable, while the single commission experienced serious problems in its last several years of operation. In addition to the above, testimony before the Committee indicated:

1. The Project Planning Commission adheres closely to the general plan, community plans, zoning code and other County land use policies in making its decisions.
2. The Policy Planning Commission ensures consistency of proposed community plan amendments and other matters before it with the general plan. It also assures the internal consistency of the general plan.
3. The implementation of the recommendations of the 1976 Community Development and Environmental Protection Agency staff report (see Attachment IV) has improved the processing time of planning items to the extent that the two planning commission process is now comparable to and in some cases more expeditious than the single planning commission process.

4. No new County funded staff has been added as a result the implementation to the two-commission system. Exclusive of inflationary increases and the meeting per diem for the extra five planning commissioners, costs for operating the two commissions is comparable to that of the single commission.⁽⁴⁾
5. People to some degree resent having to travel from outlying communities to attend planning commission meetings in the downtown area; therefore, the community planning advisory councils provide a convenient and accessible mechanism for getting the community involved in the planning process.
6. The Policy Planning Commission is better able than the single planning commission to become more involved in long-range planning activities because that is its primary responsibility and it has the necessary time available. The major limitation--the reason the full potential of the Policy Planning Commission is not in the opinion of many individuals being realized--is the commitment of Planning staff to on-going advance planning activities such as updating of the general and community plans. Staff support just is not available to conduct some of the innovative studies the Policy Planning Commission would like to initiate. (See Attachment V for breakdown of advance planning workload.)

⁽⁴⁾There is only a minor increase due to this latter factor since the single planning commission often met twice weekly.

2. Establishing Planning Priorities

Advance Planning Section staff activities are currently determined by informal agreement between the Planning Director and the Policy Planning Commission based on their perception of the Board of Supervisors concerns. Unfortunately, in the past meetings with the Board of Supervisors for the purpose of discussing long-range planning needs have often been canceled due to scheduling problems or lack of a quorum. Subsequently, staff activities are frequently shifted mid-stream to deal with planning problems which "surface" in Board hearings or as a result of community pressure. This process is extremely wasteful of limited staff resources and frustrating to all concerned.

The Committee believes that current problems experienced in establishing long-range planning priorities could be alleviated with the development of a precise budgetary work program by the Planning Director and the Policy Planning Commission, and by a commitment on the part of the Board of Supervisors to take the time to discuss their planning concerns with their advisory planning bodies.

3. Monitoring Progress

It is not currently possible to conduct a qualitative analysis of the degree to which the County has succeeded or failed with regard to implementing the goals and objectives of the general plan. Current records of activity provide no more than an indication of the volume of planning items being ushered through the planning process.

If the County is to earnestly judge its accomplishments in this area then standards

and a timetable against which to gauge progress must be developed and incorporated into the general plan document.

4. Capital Improvement Program Consistency

The County's program of physical developments (e.g., roads, sewer lines, buildings, flood control facilities, etc.) can have an influence on the decision of a private individual to undertake development activities. There are many legitimate reasons, such as the receipt of a grant or the necessity to obtain land that might not otherwise be available, which could cause the County Executive to propose undertaking the installation of a capital improvement(s) in an area(s) which might be designated in the general plan for development in some other manner or at some time in the future. Such decisions can have irreversible ramifications on land use patterns in the subject area for some time to come.

Because of this potential for influencing and/or amending the County's adopted long-range development policies, such activities ought to be reviewed for consistency with the general plan before final budgetary action by the Board of Supervisors. Further, since projects individually considered may not appear to have the same effect as they might on a cumulative basis, all capital improvements proposed for a budget year should be reviewed as a single inter-related program.

There has been hesitance on the part of the County Executive to agree to the review of the County's capital improvements by the Policy Planning Commission out of a concern that the commission might attempt to involve itself in recommending

budgetary priorities to the Board of Supervisors. This reservation arises primarily from the lack of a clear definition of the scope of the Policy Planning Commission's review. This committee wishes to emphasize that the Commission's review should be only for the purpose of advising the Board of Supervisors as to the consistency of the program with stated goals and objectives of the general plan.

5. Rotation of Commissioners

One of the advantages of the single commission process was that planning commissioners had the opportunity to be involved both in the development and implementation of the County's land use plans. Members of the Project Planning Commission have indicated some concern about not having had the opportunity to participate in the total process, and therefore, feeling unaware of many of the intricacies of the general and community plans.

We suggest that a program of regularly rotating commissioners between the commissions will mitigate such problems and concerns in the future.

6. Advice to Commission Applicants

It is quite conceivable that many individuals aspiring to appointment to a public body such as one of the planning commissions would have no idea of the real personal commitment required. We are informed that it has been the practice of most Board members to recommend appointment to the commissions

without discussing the demands of the office--time required to read agenda material, visit sites to gain a real perspective of the proposal and attend meetings--with the candidate. We believe this is unfair not only to the potential planning commissioner, but to the public.

7. Abandonment Hearings

Project Planning Commissioners have stated that often times they meet from 5:45 pm to past midnight in order to hear all planning items scheduled for their weekly meeting. As Attachment V indicates, the Project Planning Commission is hearing a substantially greater number of items per meeting (average of 15 compared to 8) than was the single planning commission. We believe that the Project Planning Commission could be relieved of some of this burden if the Subdivision Review Committee were designated the advisory agency to the Board on abandonments.

8. Use Permit Hearings

The discussion above is relevant to the hearing of use permits by the Project Planning Commission. The transfer of all use permits of neighborhood significance or less (as defined on page 14 of this report) to the Zoning Administrator could relieve the Project Planning Commission of some of its workload burden.

9. Subdivision Review Committee (SRC)

The SRC consists of a citizen chairman appointed by the Board of Supervisors for a two-year term, and representatives from the Planning Department, County Counsel, County Office of Education, and the Public Works, Community Health, and Parks and Recreation Departments. The SRC reviews and makes recom-

mendations to the planning commissions and the Board of Supervisors on the technical adequacy of tentative maps with regards to the Subdivision Map Act and appropriate County Code sections.

All indications are that the SRC is working quite satisfactorily.

10. Organizational Location of Secretariat

In the fall of 1974 the secretary to the Planning Commission was organizationally transferred from under the Planning Director to the Clerk of the Board of Supervisors office. This transfer was made primarily to provide for a more direct line of communications between the Planning Commission and the Board of Supervisors on planning matters.

Testimony from County staff and planning commissioners indicates that the current location is satisfactory to all concerned and should for the foreseeable remain unchanged.

11. Filing of Planning Matters

The Planning Commission Secretariat's office is currently located on the first floor of the County Administration Building and is, therefore, convenient to the public for the filing of appeals and various planning items which do not require extensive discussions with Planning staff. However, it is anticipated that the Secretariat will be relocating to the new Board of Supervisors quarters sometime early in 1978. Planning Department staff is scheduled to remain in the County Administration Building--possibly on the first or second floor. For the continued convenience of the public it would seem preferable for all planning applications to be filed with the Planning Department after the relocation of the Secretariat.

12. Community Plan Development

The development or update of a community plan is a very tedious and involved process which normally requires from one to two years to complete at the advisory committee level. Often in their enthusiasm to develop a planning document which they feel reflects the true needs and wants of their community, advisory committee members will either forget or ignore the inter-relationship of their community with immediately surrounding communities and/or the remainder of the County. Unfortunately, at times an advisory committee will only discover its oversight when the final document is in the public hearing process with the Policy Planning Commission.

To prevent such occurrences and the frustration and disillusionment which accompany them at the community level, the Policy Planning Commission should hold a joint workshop session with each advisory committee as the goals and objectives portion of the community plan process is completed. This is early enough in the cycle so that the advisory committee can adjust its frame of reference to reflect county-wide policies and needs without any substantial loss of time or effort.

13. Converting to Advisory Councils

The County Code, Section 2.36.040, suggests that Board members give consideration in making appointments to newly formed community planning advisory councils to former members of the advisory committee which helped to develop the community plan.

The knowledge gained by advisory committee members of a community's

problems and priorities, as well as of the planning process, is invaluable to the future successful implementation of the community plan. For this reason, as many advisory committee members as possible should be encouraged to continue on with the advisory council. We believe that the Board should establish as a minimum goal the appointment of at least one-third of the advisory committee membership to the advisory council.

14. Evaluation of Advisory Councils

There was mixed sentiment on the Committee as to the value of the community planning advisory councils. Several members felt strongly that the advisory councils may be misused by individuals for personal interests. On the other hand, most agreed that the advisory councils had helped to reduce controversy at the community level and were inducing the public to participate in the planning process.

Several planning commissioners appearing before the Committee felt that the advisory councils were generating a lot more consensus on major proposals than they were being given credit for. The general indication was that the planning commissions would have to spend much more time reviewing planning items if it were not for their ability to rely on the advisory councils to help resolve problems before reaching the formal hearing stage at the County level.

After much discussion, the Committee agreed unanimously that the advisory councils were working fairly well--despite some of the personalities involved--and should be retained.

15. Advisory Council Memberships

Currently the number of members on a community planning advisory council depends on the philosophy of the individual Supervisor within whose district the planning area is located. Some Supervisors feel that small groups operate more efficiently, while others feel the group must be large in order to be representative.

This committee feels that ideally all advisory councils would have a uniform membership at a level established by mutual agreement of the Board. However, if Board members are unable to reach agreement, the Committee suggests that at least the minimum number of members be increased to seven. This is proposed because of our concern that the functions or appearance of the advisory councils in no way reflect that of the planning commissions.

16. Standardized Operating Charter

Currently each community planning advisory council establishes and adopts its own operating rules and procedures subject to approval of the County Counsel. Once approved, the rules and procedures are filed with the Planning Commission Secretariat and are available to the public for its information.

The myriad of methods used among the advisory councils for conducting business, including a variety of response times to project and other matters referred by the County, are a source of continual confusion and frustration to the public and the development industry. Further, the current unstructured approach creates needless coordination problems for Planning Department staff and the Secretariat.

This committee feels very strongly that a set of standardized rules and procedures

should be developed for all of the advisory councils. The rules and procedures ought to be included as part of a larger and more comprehensive document, i. e., a charter of operation, which would also spell out the precise role the advisory councils are to play in the County's planning process. Emphasized in the charter should be the fact that the advisory councils are not hearing bodies, but are citizens groups which conduct meetings at the community level in order to provide a forum for public input.

17. Advice to Advisory Council Applicants

The discussion in Item 6 above relative to advising planning commission applicants is also relevant to community planning advisory council applicants.

18. Referrals to Advisory Councils

In follow-up to earlier discussions relative to the need to clarify the role of the community planning advisory councils, this committee would stress the desirability of establishing specific criteria as to the types of planning matters which are to be referred to the advisory councils for comment. Currently there are a great variety of items sent to the various advisory councils based primarily on each council's expressed desire to review certain matters.

It seems to this committee that matters affecting only a neighborhood or adjacent property owners, such as a variance or lot reduction permit, should not be sent to the advisory councils for a response, since such a matter cannot conceivably influence the implementation of the community plan. By established County policy, owners of surrounding properties are notified of hearings on such matters before the planning commissions, so there is no danger of those being affected not having been given the opportunity for comment.

Any planning matter which has the potential for influencing the long-range development of a community plan area should most certainly be commented on by the advisory councils.

19. Communicating with Advisory Councils

Under established Board policy, the Planning Department must transmit copies of applications to the appropriate community planning advisory councils immediately upon receipt. This procedure creates an information/communication problem because a Planning Department staff report will not yet have been prepared, nor will the Environmental Impact Section have had the opportunity to conduct an initial study of the proposal. The initial study is especially important in the advisory council's review of the application, since it may have resulted in the proponent deciding to redesign the project or it may contain suggested mitigation measures of which the advisory council should be aware.

In order for the advisory councils to have a minimum of pertinent information available from which to make reasonable and knowledgeable recommendations, it is suggested that the Board modify its current policy so as to delay transmittal of applications to the advisory councils until the initial study is also available for transmittal. Since the statutorily mandated review period does not commence until the initial study is completed and the Planning Department officially accepts the application, this change in procedure should cause no inconvenience to the applicant or delay in the planning process.

A second major problem in communications between the County and the advisory councils is the lack of a common format for advisory council recommendations.

Often times an advisory council will only indicate support or opposition to a proposal and give no reason. The development of a standardized referral form, which contains a space for "common sense" findings, should help to ameliorate the concerns voiced on this subject by planning commissioners and Board members.

20. Staffing the Advisory Councils

As has been previously mentioned in this report, the Committee is extremely concerned that the community planning advisory councils do not begin to think of themselves or begin to function as mini-planning commissions. We do not believe it practical to diffuse the planning agency responsibilities the Board has delegated to the two planning commissions into the communities. It is essential that those bodies which officially advise the Board on planning matters do so with the needs and benefit of the total county in mind. We do not believe this would be the case if the advisory councils were to assume more planning agency authority.

For the foregoing reasons, the Committee is unanimously opposed to providing an increase in Planning Department staff support to the advisory councils.

21. Advisory Council Feedback

Community planning advisory council members donate thousands of hours of their personal time in order to serve the County and the public. It is important in this committee's opinion, therefore, that advisory council members occasionally receive a "pat on the back" and constructive criticism from the Supervisor(s) that appoint them. Likewise, it is important for the advisory council members to have the opportunity to informally let their Board member(s) know about their

problems or concerns.

A meeting between all Supervisors and their respective advisory councils once or twice annually would be beneficial to all concerned.

22. Advisory Council Training

As an adjunct to the above suggested process, the Planning Department should take special efforts to keep the advisory councils informed of innovations in the planning process, changes in law and Board policy, etc. This could be done simply through copying the advisory councils on all major policy or program communications with the planning commissions and the Board, and by holding an annual on-site training and orientation session with each advisory council.

Attachment I

Assembly Bill No. 3545

CHAPTER 975

An act relating to planning.

[Approved by Governor September 20, 1974. Filed with
Secretary of State September 20, 1974.]

LEGISLATIVE COUNSEL'S DIGEST

AB 3545, Z'berg. Planning.

Authorizes legislative body of County of Sacramento to establish two planning commissions, one concerned with long-range planning and one concerned with short-range planning. Provides such provisions shall remain in effect only until January 1, 1979, and as of such date are repealed.

The people of the State of California do enact as follows:

SECTION 1. In order to improve its capability to effectively carry out the functions specified in Section 65101 of the Government Code, the legislative body of the County of Sacramento may, by ordinance, establish two planning commissions. One commission may concern itself with preparation, maintenance and amendment of the general plan, preparation and maintenance of neighborhood, specific and area plans, review of environmental impact reports, capital improvement programming and other matters related to long-range planning and development policy. The second commission may concern itself with administration of zoning, and other matters related to short-range planning and programming.

In establishing two planning commissions as provided herein, the legislative body of the county shall adopt procedures to ensure effective coordination between the two commissions and any area planning commissions or planning advisory councils established within its jurisdiction.

SEC. 2. Section 1 of this act shall remain in effect only until January 1, 1979, and as of such date is repealed.

O

PLANNING COMMISSIONS

Chapter 2.30

PLANNING COMMISSIONS OF THE COUNTY*

Sections:

- 2.30.010 Establishment.
- 2.30.020 Titles.
- 2.30.030 Expiration.
- 2.30.040 Membership.
- 2.30.050 Terms of office.
- 2.30.060 Vacancies.
- 2.30.070 Duties and functions of the policy planning commission.
- 2.30.080 Duties and powers of the project planning commission.
- 2.30.090 Compensation.
- 2.30.100 Rules.
- 2.30.110 Organization.
- 2.30.120 Committees.
- 2.30.130 Annual report by county executive.
- 2.30.140 Designation.

2.30.010 ESTABLISHMENT. Pursuant to Chapter 975, 1973-1974 Statutes, there are established two planning commissions which shall have the powers and duties and serve the purposes enumerated in this chapter, and which shall have jurisdiction within the unincorporated area of the county. (SCC 193 § 2 (part), 1975).

*For statutory provisions pertaining to local planning, see Gov. C. § 65100 et seq.

ADMINISTRATION AND PERSONNEL

2.30.020 TITLES. One planning commission shall be known as the policy planning commission. The second planning commission shall be known as the project planning commission. (SCC 193 § 2 (part), 1975).

2.30.030 EXPIRATION. This chapter, unless extended by ordinance pursuant to state law, shall remain in effect only until January 1, 1979, and as of such date is repealed. (SCC 193 § 2 (part), 1975).

2.30.040 MEMBERSHIP. The policy planning commission and the project planning commission shall each consist of five commission offices. The board of supervisors shall, by appointment, fill the several commission offices on each commission.

(1) Policy Planning Commission.

Office No. 1

Office No. 2

Office No. 3

Office No. 4

Office No. 5

(2) Project Planning Commission.

Office No. 1

Office No. 2

Office No. 3

Office No. 4

Office No. 5.

(SCC 193 § 2 (part), 1975).

2.30.050 TERMS OF OFFICE. The terms for the offices for the policy planning commission and project planning commission shall be as follows:

(1) Policy Planning Commission.

(A) Offices numbered 1, 2 and 5.

Initial term: from initial appointment through January 14, 1976.

Second term: from January 15, 1976, through January 14, 1978.

PLANNING COMMISSIONS

Third term: from January 15, 1978, through January 1, 1979.

(B) Offices numbered 3 and 4.

Initial term: from initial appointment through January 14, 1977.

Second term: from January 15, 1977, through January 1, 1979.

(2) Project Planning Commission.

(A) Offices numbered 1, 2 and 5.

Initial term: from initial appointment through January 14, 1976.

Second term: from January 15, 1976, through January 14, 1978.

Third term: from January 15, 1978, through January 1, 1979.

(B) Offices numbered 3 and 4.

Initial term: from initial appointment through January 14, 1977.

Second term: from January 15, 1977, through January 1, 1979.

(SCC 193 § 2 (part), 1975).

2.30.060 VACANCIES. Vacancies which occur in the offices of the two commissions shall be filled by the board of supervisors for the unexpired portions of the terms. (SCC 193 § 2 (part), 1975).

2.30.070 DUTIES AND FUNCTIONS OF THE POLICY PLANNING COMMISSION. The policy planning commission shall have the following duties and functions:

- (1) Develop and maintain a general plan;
- (2) Develop such specific plans as may be necessary or desirable;
- (3) Develop and maintain community plans;
- (4) Consider and act on amendments to the general plan, specific plans and community plans;
- (5) Periodically review the proposed capital improvement program and report thereon to the board of supervisors;

ADMINISTRATION AND PERSONNEL

(6) Investigate and report to the board of supervisors regarding means of putting into effect the general plan, and community plans;

(7) Promote public interest in, and understanding of, the general plan, community plans and regulations relating to such plans;

(8) Consult with and advise public officials and agencies, public utility companies, civic, educational and other professional organizations and citizens, generally, with relation to carrying out the general plan and community plans;

(9) Review and report on the plans of local agencies to construct major public works and whether the construction thereof conforms to the general plan and community plans;

(10) Review and report on the acquisition and disposition of real property by the county and local agencies and whether the acquisitions and dispositions conform to the general plan and community plans;

(11) If not otherwise specified in this section, and except as otherwise provided in this title, serve as the planning agency for Sacramento County as provided by Chapter 3 of Title 7 of the Government Code;

(12) Develop criteria for approval of the board of supervisors to determine consistency of projects with the general plan;

*(14) ~~(13)~~ Perform such other duties as the board of supervisors shall prescribe. (SCC 193 § 2 (part), 1975).

*(13) Serve as the agency to hear matters relating to zoning regulations arising from either Chapter 4 of Title 7 of the Government Code, or the Sacramento County Zoning Code, or both; and serve as the advisory agency to hear subdivision matters pursuant to Title 22 of this Code when such zoning and subdivision matters are filed with or are to be heard contemporaneously with an application or county initiation to adopt or amend a community plan as provided in Title 21. (SCC 249, April 7, 1976)

2.30.080 DUTIES AND POWERS OF THE PROJECT PLANNING COMMISSION. The project planning commission shall have the following duties and powers:

- * ~~--(1) Serve as the agency to hear matters relating to zoning regulations arising from either Chapter 4 of Title 7 of the Government Code or the Sacramento County zoning code or both;~~
- * ~~(2) Consider subdivision matters arising from the Subdivision Map Act and this code;~~
- (3) Serve as the board of zoning appeals;
- (4) Report on the conformity of improvements of streets, the authorization of or laying of sewers, other improvements including streets, provided the improvements are consistent with the existing approved county plans;
- (5) Process specific plans provided such plans are consistent with the approved county general plan and constitute an implementation of the general plan;
- (6) Determine the consistency of any project with the general plan using the criteria developed by the policy planning commission and approved by the board of supervisors;
- (7) Perform such other duties as the board of supervisors shall prescribe. (SCC 193 § 2 (part), 1975).

- * (1) Except as provided in Section 2.30.070, serve as the agency to hear matters relating to zoning regulations arising from either Chapter 4 of Title 7 of the Government Code or the Sacramento County zoning code or both; (SCC 249, April 7, 1976)
- (2) Except as provided in Section 2.30.070, consider subdivision matters arising from the Subdivision Map Act and this code; (SCC 249, April 7, 1976)

2.30.090 COMPENSATION. Appointees to offices in the policy planning commission and project planning commission shall receive the sum of forty dollars per meeting and the chairperson or acting chairperson shall receive an additional ten dollars per meeting. In no event shall the compensation of any appointee to either commission exceed the sum of three hundred twenty dollars nor the chairperson or acting chairperson exceed the sum of four hundred dollars in any one calendar month. Such compensation shall be paid for all regular and special meetings including meetings of committees of the commissions. (SCC 193 § 2 (part), 1975).

2.30.100 RULES. The policy planning commission and the project planning commission shall adopt rules of procedure which shall govern the conduct of hearings and other business of the commissions. Copies of the rules shall be published and shall be available at the office of the clerk of the board of supervisors. (SCC 193 § 2 (part), 1975).

2.30.110 ORGANIZATION. At the first meeting of each commission, the appointees thereto shall elect a chairperson and vice-chairperson and shall determine the time, place and frequency of regular meetings. At least once in each calendar year, the chairperson of the policy planning commission shall call for a general meeting of all official planning bodies excluding the board of supervisors of the county for the purpose of discussing county planning policies and related planning matters. (SCC 193 § 2 (part), 1975).

2.30.120 COMMITTEES. The policy planning commission and the project planning commission are authorized to create committees from their membership for the conduct of their business. They are also authorized to create joint committees in furtherance of their business. (SCC 193 § 2 (part), 1975).

2.30.130 ANNUAL REPORT BY COUNTY EXECUTIVE. The county executive shall report to the board of supervisors during October of each year on the operations of the two planning commissions. This report shall be designed to compare the operation of the two commissions with the operation of the former planning commission. (SCC 193 § 2 (part), 1975).

2.30.140 DESIGNATION. All references to the planning commission in this code except in this chapter shall mean and be the same as "project planning commission." (SCC 194 § 5, 1975).

22.04.030 ADVISORY AGENCY - TENTATIVE SUBDIVISION MAPS. Except as provided in Section 22.04.035, the Sacramento County project planning commission is designated as the "advisory agency" as to all matters relative to tentative subdivision maps and final subdivision maps as defined in this title and is charged with the duty of making investigations and reports on the design and improvement of land divisions requiring a tentative subdivision map. (SCC 249, April 7, 1976)

22.04.035 ADVISORY AGENCY - TENTATIVE SUBDIVISION MAPS. SPECIAL PROCESSING. The Sacramento County Policy Planning Commission shall serve as the "advisory agency" and shall have the duties and powers thereof, when a tentative subdivision map is filed with an application for a community plan amendment as provided in Title 21.

The express purpose of this Section is to have the tentative subdivision map heard by the Policy Planning Commission which is charged with the responsibility of hearing and making recommendations on community plans. (SCC 249, April 7, 1976)

Attachment III

ARTICLE VII

Powers and Duties of County Executive

SECTION 20. GENERAL POWERS AND DUTIES. The County Executive shall be responsible to the Board of Supervisors for the proper and efficient administration of such of the affairs of the county as are or hereafter may be placed in his charge, or under his jurisdiction or control, pursuant to the provisions of this Charter, or of any ordinance, resolution or order of the Board of Supervisors. He shall also act in an advisory capacity to and with the Board of Supervisors with respect to any necessary or proper coordination of functions of officials and boards not under his jurisdiction or control. He shall be charged with, and shall be responsible for, the enforcement of all ordinances, orders or governmental regulations of the Board of Supervisors, and he is vested with the power to sue, in the name of the county, in the proper court, to enforce same.

SECTION 21. ADDITIONAL POWERS AND DUTIES. In addition to other powers and duties herein provided, it shall be the duty of the County Executive and he shall have the power:

(a) To appoint and to remove, subject to the provisions of this Charter, all appointive officers, deputies, clerks, attaches and other employees, boards and commissions, except as is otherwise provided by law or by this Charter.

(b) To make recommendations to and requests of the Board of Supervisors concerning all of the matters and things which, pursuant to the provisions of this Charter, are to be performed, done or carried out by said Board upon the recommendation or at the request of the County Executive.

(c) To recommend, for adoption by the Board of Supervisors, such measures and ordinance as may to him seem necessary or expedient, and to make such other recommendations to the Board concerning the affairs of the county as may to him seem necessary or expedient.

(d) To prepare and submit to the Board of Supervisors, such reports as said Board may require, with respect to the activities of any office or institution which is, or hereafter may be, under the control or subject to the direction or supervision of the County Executive.

(e) To keep the Board of Supervisors advised of the financial condition and of the needs of the county.

(f) To employ, by and with the approval of the Board of Supervisors, experts and consultants to perform work and advise, in connection with any of the functions of the county, when economically advantageous.

(g) To have charge of all buildings and grounds of the county, and to arrange, by and with the consent of the Board of Supervisors, for adequate facilities for space and equipment necessary or proper in the conduct of any county office or county function.

(h) To prepare, or cause to be prepared, within the limits of his jurisdiction, such plans, specifications and detailed drawings as may become necessary or proper for work which the Board of Supervisors may order to be done, or for material or supplies which said Board may order to be furnished.

(i) To consult with and make recommendations to the Board of Supervisors with respect to the award of public contracts, within the limits of his jurisdiction and to see that all contracts made with the county are faithfully performed.

- (j) To temporarily transfer employees from one position to another within the County.
- (k) To devote his entire time to the duties and interests of the county.
- (l) To perform such other duties as may be lawfully prescribed or required by this Charter, or by ordinance, resolution or order of the Board of Supervisors.
- (m) To report to said Board of Supervisors recommendations for improvement in the administration of elective and appointive offices of said county, and concerning the increase or decrease of the number of employees therein.
- (n) From time to time recommend to the Board of Supervisors such amendments to this Charter as according to his experience, observation and study will produce more efficient and economical government for the county.
- (o) To investigate and recommend to the Board of Supervisors, what, if any, offices of the county may be consolidated to increase the economy and efficient operation thereof.
- (p) To set proper schedule of fees to be collected for the verifying, checking and approval by the County Surveyor of maps of proposed subdivisions required by law, and to set rates of charges for such other work as may be now or hereafter required by law, but such rates shall not be less than the prevailing or current rates for similar work.
- (q) All formal recommendations of the County Executive to the Board of Supervisors should be in writing.

SECTION 22. ADVERTISING AND EXPLOITING RESOURCES OF COUNTY. The County Executive shall consult with the Board of Supervisors with respect to any appropriations made by the Board of Supervisors for advertising and exploiting county resources. Such appropriations made by the said Board of Supervisors shall be only upon the recommendation of the County Executive.

SECTION 23. LIMITATION IN POWERS. The County Executive among other limitations not herein expressly enumerated shall not be vested with power under this Charter:

- (a) To exercise any legislative function.
- (b) To expend any sums of money, except in pursuance of appropriations or budget authorizations adopted by the Board of Supervisors, or authorized by this Charter.
- (c) To sell or otherwise dispose of, lease or encumber, any real or personal property belonging to the county, except as otherwise herein provided.
- (d) To grant, cancel or revoke any franchise.
- (e) To exercise any power, authority or control over Board of Supervisors, or over any elective officer of the county, or over any appointive officer or board whose appointment is by the provisions of this Charter vested in another than himself, except in cases where the power to do so is expressly conferred upon him by this Charter, or by any subsequent amendment thereof, or by a grant of authority by legislative act on the part of the Board of Supervisors; provided, however, that the limitations in this Section contained shall in no sense be construed as preventing or prohibiting the County Executive from making timely recommendations to the Board of Supervisors, or to any elected or appointed officer or board, with respect to a more efficient or economical administration of affairs within the particular office or jurisdiction of such board or such officer; nor shall this section be construed as preventing or prohibiting the Board of Supervisors, in proper cases, from ratifying, approving, confirming or validating any action of the County Executive, assumed by him as an emergency measure, if any such there ever should be.

Attachment IV

COUNTY OF SACRAMENTO
CALIFORNIA

To : Board of Supervisors

February 18, 1976

From : William B. Pond, Administrator
Community Development & Environmental Protection Agency

Subject: DUAL PLANNING COMMISSION EVALUATION

On January 7, 1976, your Board received a report from this Agency concerning an evaluation of the dual planning commission process. In accordance with our recommendations, your Board transmitted copies of the evaluation to both planning commissions for review and comment, and referred the matter to your Environmental Protection and Development Committee for study and report back.

The evaluation was reviewed by the Project Planning Commission on January 26th and the Policy Planning Commission on January 27th. Both commissions recommended approval and implementation of the staff recommendations resulting from the evaluation with some minor amendments for clarity. On February 2, 1976, the Environmental Protection and Development Committee considered the evaluation along with comments from the two planning commissions. The committee approved incorporation of the commissions' amendments into the staff recommendations and voted to forward Attachment I to the Board with a favorable recommendation.

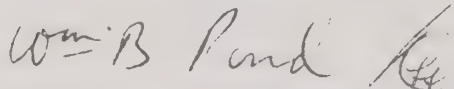
County Counsel has prepared ordinances amending the Zoning Code, Title 22 of the Sacramento County Code relating to subdivisions, and Chapter 2.30 of Title 2 of the County Code relating to the establishment of the two planning commissions in order to allow the Policy Planning Commission to hear all requests (i. e., rezones, use permits, variances, subdivisions, etc.) that are considered concurrently with a community plan amendment proposal. This is in accord with our No. 3 recommendation (Attachment I) which would allow for a reduction in delays resulting from the dual hearing process.

It is, therefore, my recommendation that your Board:

1. Adopt the recommendations proposed in Attachment I and direct staff and the planning commissions to implement these immediately; and

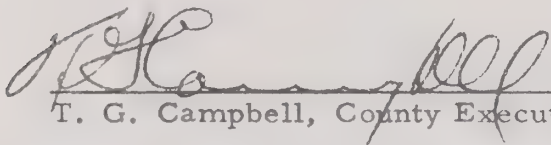
2. Adopt the aforementioned ordinances as drafted by County Counsel and authorize the Chairman of the Board of Supervisors to execute these on behalf of your Board.

Respectfully submitted,



William B. Pond, Administrator
Community Development & Environmental Protection Agency

Approval Recommended:


T. G. Campbell, County Executive

LS:leh

Attachment

cc: County Executive

Project Planning Commission

Policy Planning Commission

Bob Willett, County Counsel

Pete Hollick, Planning & Community Development Director

Building Industry Association, 2211 Royale Road, Sacramento 95815

Concerned Citizens Coalition, 1018 22nd Street, Sacramento 95816

Chamber of Commerce, 917 7th Street, Sacramento 95814

Sacramento Area Commerce & Trade Organization (SACTO),

917 7th Street, Sacramento 95814

Environmental Council of Sacramento, 909 12th Street, Sacramento 95814

RECOMMENDATIONS

That the Board of Supervisors:

1. Adopt as a policy a finding that the following requests are of such a minor potential policy impact that they do not constitute a basis for a community plan amendment:
 - a. Proposal to change any area of one acre or less located on a major or secondary thoroughfare to a commercial use;
 - b. Proposal to change an area of less than 2-1/2 acres to a higher density residential use, except when such use is proposed contiguous to commercial or multiple family development in which case an area less than 5 acres;
 - c. Proposal to change an area of 5 acres or less from commercial to some lesser zoning district;
 - d. Proposal to change any residential area of 20 acres or less to a lower density use.
2. Direct that the Project Planning Commission hear all requests for the above proposed changes in land use, along with any combined proposals.
3. Direct County Counsel to prepare amendments to County Code that would allow Policy Planning Commission to hear all requests (i. e., rezones, use permits, variances, subdivisions, etc.) that are being considered concurrently with a community plan amendment proposal.
4. Adopt as a policy a finding that zoning consistency studies and subsequent rezones are an intricate part of the community plan update/adoption process and as such should be heard by Policy Planning Commission concurrently. (Also consider adopting a policy that the Board hear such joint proposals concurrently.)
5. Direct that an Agenda Coordination Committee composed of the chairpersons of the two Planning Commissions, the Planning and Community Development Director and the Planning Commission Secretariat be instituted to assure good communications and improve agenda preparation and coordination.
6. Direct the Planning and Community Development Director to designate one staff member from the Current Planning Section and one staff member from the Advance Planning Section to expedite agenda preparation.

7. Leave the Planning Commission Secretariat under the Clerk of the Board until such time as evidence indicates that a transfer to the Planning and Community Development Department or some other County agency would be beneficial.
8. Reconstitute in January 1977 the Environmental Protection and Planning Review Committee to study the desirability of continuing and/or modifying the dual planning commission process, with a report back in July 1977. (This type of review is desirable because the state enabling legislation will expire in January 1979 and the Board must decide whether or not it wishes to request renewal and, if so, in what form.)
9. Direct staff to prepare orientation and training materials for presentation to planning commissioners within 90 days. (It is suggested that the media be invited to attend any scheduled training sessions.)

FINDINGS

1. Workload statistics indicate that as a result of the Planning Commission reorganization:
 - a. There has been no significant increase in the number of meetings, the amount of time required for meetings or the number of items considered by the Subdivision Review Committee, the Zoning Board of Appeals, or the Zoning Administrator. (The Zoning Administrator has experienced some variation in the types of items considered.)
 - b. The Policy Planning Commission and the Project Planning Commission (combined) have conducted somewhat fewer meetings and considered a slightly greater number of items than did the former Planning Commission and the Zoning Board of Adjustment (combined).
 - c. The Policy Planning Commission has heard approximately twice as many policy related issues as did the previous Planning Commission.
 - d. The Project Planning Commission has considered slightly fewer project type issues than did the previous Planning Commission and the Zoning Board of Adjustment combined.
2. An analysis of data collected relative to procedures and time requirements for various planning processes indicate that the Planning Commission reorganization has:
 - a. Resulted in no appreciable change in the amount of time required for General Plan amendments, or applications for rezones, use permits, variances, subdivision maps, and parcel maps.
 - b. Resulted in community plan adoptions (updates) and zoning consistency studies being heard by two separate commissions with a subsequent increase of approximately 4 months in processing time.
 - c. Resulted in an extra public hearing, consequent time delay (ranging from 1 to 4 weeks) and possible conflicting recommendations from the two planning commissions to the Board of Supervisors on combined community plan amendments and rezone applications.
3. Our review of the total number of meetings, average meeting cost, County departmental support costs, and the Planning Commission Secretariat budget indicate that the Planning Commission reorganization has:

- a. Not resulted in any significant increase or decrease in the total number of meetings held or the estimated cost of conducting such meetings.
- b. Not resulted in any appreciable change in staff, staff time or cost for the Planning and Community Development Department, County Counsel, Public Works Department, or the Environmental Health Section of the Community Health Department. Parks and Recreation Department has experienced some increase in the number of meetings its staff must attend due to the two-commission system.
- c. Resulted in a slight increase in cost for the Planning Commission Secretariat during the eight month study periods.
- d. Resulted in some minor changes in fees to applicants for processing certain applications.
- e. Resulted in some increases in other costs to applicants due to time delays inherent in the processing of specific types of applications (i. e., combined community plan amendment and rezone, etc.).

Attachment V

PLANNING COMMISSIONS WORKLOAD DATA

Listed below is a summary of workload data for the two planning commissions for the first eight months of the current fiscal year compared to the two eight-month study periods reviewed in the Community Development and Environmental Protection Agency's 1976 staff report. Total workload data for 1974 includes the Planning Commission and Zoning Board of Adjustment (ZBA) combined since the work for the ZBA was distributed to the Project Planning Commission when the ZBA was eliminated in 1975. Tables 1 through 6, attached, provide a breakdown of workload by type of planning item considered. Comparisons of the summary figures below for the Policy and Project Planning Commissions would appear to indicate a decrease in workload between the current and prior year study periods. However, the reduction in total items heard for Policy Commission is due to fewer outside agency Environmental Impact Reports being heard (35 in 1975 compared to 3 in 1976-77), while the decrease in Project Commission items is due to the transfer of various use permits to the Zoning Administrator last year. It should be noted that a greater number of items are being heard at each meeting of both commissions.

Overall comparisons between the three study periods indicate very little change in the total number of items heard. On the other hand, the attached tables show a marked increase in the number of General Plan, community plan and special study items considered, while there has been a marked decrease in the number of use permits and variances considered.

For a more complete indication of the workload of the Policy Planning Commission, it should be noted that Policy Commissioners have or are participating on the following committee assignments:

- Laguna Creek Technical Advisory Committee
- Agricultural-Industrial Task Force
- Dual Planning Commission Evaluation
- Schools Impaction Task Force
- Viable Agricultural Units Study
- Housing Element Advisory Committee
- Air Quality Subcommittee
- Northeast Transportation Corridor Task Force
- Delta Area Planning Council
- SMUD Power Poles Advisory Committee
- Natural Streams Task Force

Planning Commissions

	<u>Meetings</u>	<u>Items Considered</u>	<u>Avg. Items Per Meeting</u>
July, 1976 - February, 1977			
Policy Commission	26	115	4.4
Project Commission	31	441	15.2
Total	57	556	9.8
March - November, 1975			
Policy Commission	40	145	3.6
Project Commission	38	460	12.1
Total	78	605	7.8
March - November, 1974			
Single Commission	52	397	7.6
Zoning Board of Adjustment	32	179	5.6
Total	84	576	6.9

TABLE 1

POLICY PLANNING COMMISSION
(July 1, 1976 - February 28, 1977)

ITEMS CONSIDERED	TOTAL	
General Plan		
General Plan Amendment	15	
General Plan Amendment and Community Plan Amendment	5	20
Community Plan		
Citrus Heights	4	
Laguna Creek	4	
South Sacramento	2	
Cordova	1	
Community Plan Amendment (CPA)	11	
CPA and Adjoining Action(s)		
CPA and Rezone	22	
CPA, Rezone and Tentative Subdivision Map (TSM)	5	
CPA, Rezone and Variance	3	
CPA and TSM	2	
CPA, Rezone, Use Permit and Variance	1	
CPA, Rezone, TSM and Variance	1	
CPA, Rezone and Use Permit	1	57
Special Planning Study		
Laguna Creek Area Study	2	
Northeast Area Corridor Study	2	
Countywide Water Plan	2	
SMUD Substation	2	
Workshops with SRAPC	2	
Regional Sanitation District	1	
Sanitation Needs in Rural Areas	1	
Zoning Code Modernization	1	
Viable Agricultural Units Study	1	
Lower American River Water Way Management Plan	1	
Air Installation Compatible Use Zone	1	16
Environmental Impact Report (Review and Comment)	3	
Other	19	
TOTAL	115	

PROJECT PLANNING COMMISSION
(July 1, 1976 - February 28, 1977)

ITEMS CONSIDERED	TOTAL	
Rezone	102	
Rezone and Adjoining Action(s)		
Rezone and Tentative Subdivision Map	47	
Rezone and Variance	14	
Rezone and Use Permit	23	84
Use Permit	58	
Use Permit and Variance	28	
Tentative Subdivision Map	76	
Parcel Map (Appeal)	2	
Planned Development		
Planned Development (Ordinance or Amendment of Ord.)	36	
Planned Development (Ordinance or Amendment of Ord.) & Adjoining Action(s)	6	42
Zoning Code Amendment	7	
Abandonment	18	
Other	24	
TOTAL	441	

TABLE 3

POLICY PLANNING COMMISSION
(March 25 - November 25, 1975)

ITEMS CONSIDERED	TOTAL	
General Plan		
General Plan Amendment	26	
Noise Element	4	30
Community Plan		
Elk Grove	7	
Rio Linda	3	
Orangevale	2	
Citrus Heights	1	
Community Plan Amendment	25	38
Special Planning Study		
American River Parkway Plan	6	
Bikeways Master Plan	2	
Agricultural-Residential Study	2	
Design Review	2	
Natural Streams Study	2	
Aggregate Area Assessment	1	
Model Noise Contour Map	1	
Economic and Fiscal Impact Study	1	
Agriculturally-Oriented Industries	1	
Airport Land Use Plan (SRAPC)	1	
Land Use (SRAPC)	1	
Regional Transportation Model (SRAPC)	1	
Delta Conservation and Development Plan (DAPC)	1	22
Environmental Impact Report (Review and Comment)	35	
Zoning Code Amendment	5	
Other	15	
TOTAL	145	

TABLE 4

PROJECT PLANNING COMMISSION
(March 24 - November 24, 1975)

ITEMS CONSIDERED	TOTAL	
Rezone	68	
Rezone and Adjoining Action(s)		
Rezone and Tentative Subdivision Map	52	
Rezone and Variance	24	
Rezone and Use Permit	13	
Other	1	90
Use Permit	100	
Use Permit and Variance	32	
Tentative Subdivision Map	64	
Parcel Map (Appeal)	8	
Planned Development		
Planned Development (Ordinance or Amendment of Ordinance)	35	
Planned Development (Ordinance or Amendment of Ordinance) and adjoining action	4	39
Zoning Consistency Study		
General Plan	3	
Fair Oaks	3	
North Highlands-North Central Area	1	
Other	3	10
Zoning Code Amendment	8	
Abandonments	16	
Other	25	
TOTAL	460	

TABLE 5

PLANNING COMMISSION
(March 25 - November 25, 1974)

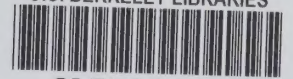
ITEMS CONSIDERED	TOTAL	
General Plan		
General Plan Amendment	11	
Scenic Highway Element	2	
Seismic and Safety Elements	1	
District Master Plan	3	
Other	1	18
Community Plans		
Fair Oaks	8	
Carmichael	3	11
Special Planning Studies		
Natural Streams Study	3	
Airport Land Use Plan (SRAPC)	1	4
Environmental Impact Report	44	
Rezone	78	
Rezone and Adjoining Action(s)		
Rezone and Variance	16	
Rezone and Tentative Subdivision Map	13	
Rezone and Community Plan Amendment	12	
Rezone and Use Permit	5	
Other	9	55
Tentative Subdivision Map	79	
Tentative Parcel Map (Appeal)	15	
Planned Development (Ordinances & Amendments)	16	
Zoning Code Amendment	11	
Zoning Consistency Study		
North Highlands-North Central Area	4	
Abandonment	22	
Use Permit	3	
Variance	2	
Other	35	
TOTAL	397	

TABLE 6

ZONING BOARD OF ADJUSTMENT
(March 25 - November 25, 1974)

ITEMS CONSIDERED	TOTAL
Use Permit	120
Use Permit and Variance	23
Variance	36
TOTAL	179

U.C. BERKELEY LIBRARIES



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